The poor who have no means of livelihood, especially in the slack agricultural season, should be enabled to get the wherewithal for a respectable existence. By providing employment to them, the idle manpower can be put to work for accelerating development and through it provide the minimum needs of life. Efforts are, therefore, necessary to provide assured employment to the poor at least in the slack agricultural season to start with and thereby **restore human dignity** to the rural poor. As it is a gigantic task to provide assured employment to all the landless labourers and other poorer sections, a beginning could be made during the current year to provide an employment guarantee for at least 100 days during the slack agricultural season in selected taluks and extend the scheme to cover the entire State in the remaining 4 years of the Five Year Plan for 1978-83.

ORDER NO. PD 207 PMM 78, BANGALORE, DATED, THE 24TH NOVEMBER 1978.

After a careful consideration of all aspects of the seasonal unemployment problems facing the poor in the rural areas, Government of Karnataka are pleased to accord sanction for an Employment Affirmation Scheme as detailed in the Annexure.

2. Sanction is also accorded to the following:

(a) To incur an expenditure of Rs. 8 crores (Rupees eight crores only) on the capital expenditure component and on payment of wages in cash and to provide Rs. 8 crores worth of foodgrains (wheat/rice) under the 'Food for work Programme' to pay 2/3 of wages in kind for providing employment under the scheme for 100 days in a year during the slack agricultural season in 45 selected blocks listed in the annexure.

(b) To release Rs. 2.25 crores towards capital expenditure and on wage payment in cash and also to release Rs. 2.25 crores worth of foodgrains (wheat/rice) for payment of wages in kind in the implementation of the scheme during the month of March of the current financial year (1978-79);

(c) To constitute a State Level Committee, District Level Committees and Taluk Level Committees as shown in the annexure;

(d) To authorise the Divisional Commissioners to take action for implementation of the Employment Affirmation Scheme from 1st March 1979 and for making all necessary preliminary arrangements including the meetings of the District and Taluk Level Committees;

(e) To authorise the District Level Committees to make any modifications which may become necessary in the type of schemes in the Contingency Plan as mentioned in the annexure and to substitute new schemes considered productive and useful for achieving the objective of Employment Affirmation Scheme.

3. Orders relating to the modalities of the release of funds, head of account to which the expenditure is debitable, the authority to operate the funds at the district level, allocation of funds for the different schemes etc., will issue separately.

4. This order issues with the concurrence of the Finance Department vide U. O. No. FC/7395/78, dated 23rd November 1978.

By Order and in the name of the Governor of Karnataka,

D. M. NANJUNDAPPA,
Secretary to Government, Planning Department.

ANNEXURE TO GOVERNMENT ORDER No. PD 207 PMM 78,

DATED 24TH NOVEMBER 1978

A SCHEME FOR EMPLOYMENT AFFIRMATION (EAS) IN KARNATAKA

The aim of the Employment Affirmation Scheme (EAS) is to guarantee gainful employment to all illiterate and unskilled able-bodied adults in rural areas who are prepared to do manual work but cannot find work in the area under existing activities, both public and private for 100 days (Hundred days only) in a year during slack agricultural season.

SCOPE OF THE SCHEME

2. The scope of the Employment Affirmation Scheme (EAS) is as follows:

(1) The affirmation will operate only in the rural areas of the State. It will not extend to the areas of Municipal Councils and Corporations;

(2) The affirmation is restricted to provision of unskilled and manual work for 100 days in a year during the slack agricultural season ;

(3) The affirmation extends only to adults i.e. men and women over 18 years of age, normally residing in the village who require work and who give a notice of demand for manual work ;

(4) The participants in the scheme will have no choice of work They will have to accept any work which may be offered to them ;

(5) The participants will also have no choice of the area of work and the distance to be travelled from their residence to the place of work. As far as possible work will be provided within a distance of about 6 Kms. from the residence of the registrants. Where this is not possible, the registraut should accept work anywhere in the taluk ;

(6) The implementation of the Scheme should be such that the normal agricultural and other operations are not adversely affected ;

(7) It should be ensured that the scheme, apart from providing employment, should result in the creation of productive assets and improvement io the rural environment ;

(8) In each taluka the identified slack season during which employment affirmation to be provided is to be notified ; and

(9) The work should be provided within 30 days from the date of registration seeking manual work ; and

(10) The implementation of the scheme during the year 1978-79 is limited in the first instance to 45 talukas listed below :

BANGALORE
(1) Anekal
(2) Nelamangala

BELGAUM
(1) Bailhongal
(2) Ramdurg
(3) Soundatti

BIDAR
(1) Aurad

BIJAPUR
(1) Muddebihal
(2) Sindgi

CHICKMAGALUR
(1) Kadur

CHITRADUGA
(1) Challakere
(2) Chitradurga
(3) Jagalur

COORG
(1) Somwarpet

DHARWAR
(1) Nargund
(2) Ranebennur
(3) Ron

GULBARGA
(1) Afzalpur
(2) Aland
(3) Jewargi

HASSAN
(1) Alur
(2) Channarayapatna

KOLAR
(1) Bagepalli
(2) Gudibanda
(3) Mulbagal

MANDYA
(1) Krishnarajpet
(2) Nagamangala

BELLARY
(1) Bellary
(2) Kudligi
(3) Siruguppa

MYSORE
(1) Gundlupet
(2) Kollegal
(3) Yelandur

UTTARA KANNADA
(1) Honavar
(2) Mundgod

RAICHUR
(1) Doedurg
(2) Kustagi
(3) Lingsugur

SHIMOGA
(1) Channagiri
(2) Honnali
(3) Shikaripur

DAKSHINA KANNADA
(1) Puttur
(2) Sullia

TUMKUR
(1) Koratagere
(2) Pavagada
(3) Sira

In the selection of the taluks, the need to dovetail the Employment Affirmation Scheme (EAS) with rural development in the Integrated Rural Development Blocks for achieving full employment has been kept in view. The coverage will be extended to all the talukas in the State in convenient stages in the next 4 years of the 1978-83 plan.

PLANNING

3. The effective implementation of the scheme requires proper planning. Those who seek manual work will have to be first provided employment on the State Plan Schemes including Centrally Sponsored and Central Sector Schemes and the special programmes like the S.F. D.P.A.P. Intensive Rural Development, Command Area Development Programme, etc. When these schemes cannot absorb all the persons who are seeking employment, then they have to be given employment under additional productive schemes whieh are feasible in the area. For this

purpose, the Deputy Commissioner of the district shall obtain from (1) the Heads of Various Departments of the District, (2) The State Heads of Regional Heads of Department and (3) the Government, plans for various works which are proposed to be undertaken in the district. Now that District Plans have been prepared, it should be easier for the Deputy Commissioner to get a complete list of all the plan schemes together with their locations. These Plans should incorporate details as to whether the works are continuing or new, the budget provision made, whether estimates have been prepared, the direct employment in manual labour likely to be generated by these works, availability of tools, equipment, plant and machinery and technical know-how and the mode of execution of the work. Taluka-wise list of these works should be prepared.

4. On the basis of these details, blueprints of productive works should be prepared under the following categories.—

(1) Projects under the normal plan and non-plan budgets including the special programmes like, SFDA, DPAP, CADA etc.

(2) Schemes under intensive Rural Development Programme; and

(3) A contingency list of works which can be taken up for implementation if it becomes neccessary under the EAS in order to provide employment to the surplus labout seeking manual work.

5. The blueprints may cover a period of 2 years and be updated every year. The approval of the District Level Committee is to be obtained for these blueprints.

INVENTORY OF EQUIPMENT :

6. A complete inventory of equipments like Road Rollers, Dumpers, Buldozers, etc. available in the district with the several departments should be prepared talukawise so that it may be possible to divert such machinery to areas where they are needed most.

REGISTER OF EMPLOYMENT SEEKERS

7. (1) A register of employment seekers is to be prepared and updated by the village panchayats for every village.

(2) The Village Panchayat should notify the offer of employment affirmation one month in advance of the season during which employment is offered.

(3) The actual registration for work under the scheme may commence 15 days before the slack season begins.

MANPOWER BUDGET

8. A Manpower budget should be prepared by the Assistant Commissioner in consultation with the Block Development Officers and Tahsildars on the basis of the projects which are to be implemented in the district under the various schemes.

THE NATURE OF WORKS

9. Only technically and economically feasible labour intensive works of productive nature should be included in the contingency list of works included in the blueprint. The labour-intensive works are those which have a ratio of wage cost of unskilled labour to capital cost (Equipment, materials, Supervision charges, cost of Skilled labour etc.) as 75.25 or higher. Care should be taken to see that specific works provided in annual budget are not shifted to the Employment Affirmation Scheme unless funds provided in the budget under plan and non-plan heads are exhausted. In selecting the works, top-priority is to be given to those which directly enhance production like the following:

1. Minor irrigation;
2. Desilting of tanks & Promotion of fisheries;
3. Soil conservation;
4. Canals of major and medium irrigation projects:
5. Land development;
6. Afforestation; and
7. Agricultural estates;

10. If these works are not possible, the works which contribute to economic development indirectly like those listed below can be taken up.

1. Rural roads;
2. Housing for the poor;
3. School buildings;
4. Village sanitation; and
5. Improvements to Harijan colonies;

11. Before providing employment on the above works, it should be examined whether the registrant can be assisted under the Intensive Rural Development Scheme. Those who are enabled to have self-sustaining employment under the Intensive Rural Development Scheme or any other similar scheme, should be given lower priority under the EAS, if they still seek manual work.

WAGES :

12. The wage rate under EAS for unskilled labour shall be Rs. 4 per day of 8 hours work. In cases where it is not possible to execute the works on daily wage rate bases, it should be ensured that on an average a worker will be able to get Rs. 4 a day. Wages are to be paid weekly and 2/3rd of the wage will be paid in kind (wheat or rice supplied under 'Food for work' Programme)

Adequate arrangements will have to be made for storing the required quantity of foodgrains at appropriate places and for transportation and distribution to the workers at the work spot.

13. The implements for the works shall be provided by Government and on no account should any deduction be made in respect of hire charges of implements from the wages payable to the workers.

CONDITIONS FOR STARTING EMPLOYMENT AFFIRMATION SCHEME :

14. Work under the scheme can be commenced only if there are 50 or more persons available for work. If less than 50 persons come forward, they will have to be absorbed in the continuing works or in other works carried out under EAS in the neighbouring locations. It should be ensured that the scheme does not adversely affect the operations and development of agriculture and other rural activites. Particularly the identification of the slack season should be done carefully. It should be the responsibility of the Deputy Commissioner to ensure that the labourers in need of work secure full-time work.

15. Care also should be taken to see that the various schemes under the Annual Plan, particularly the special programmes like SFDA, DPAD, CAD and the programmes undertaken under the Intensive Rural Development Schemes are exhausted before the works under Employment Affirmation Schemes are taken up.

All the works under the EAS should necessarily be executed departmentally and not through contractors. However, certain exceptions may be allowed, where it is absolutely necessary that the work should be executed on the basis of a piece-rate or gang-system. But the wage-rate payable to unskilled labour should conform to the standards prescribed under EAS. Where skilled labour is required to be employed the district or department schedule of wages can be adopted for payment of wages for such skilled work. The contractors executing various plan and non-plan schemes for Government Departments, T.D.Bs. are to be requested by the concerned departments to take maximum number of local labourers.

ADVANCE RELEASE OF FUNDS

16. For implementing works included in the contingency list to be activated under EAS, the financing arrangement should be flexible at the district level The Deputy Commissioner who shall be in over-all charge of the EAS must have funds at his disposal and the District Committees shall have the discretion regarding the choice of the schemes. To achieve this, Government will provide Rs. 5 lakhs for each taluka/block selected for implementation of EAS. More funds will be released as and when they become necessary.

ORGANISATION

17. The Deputy Commissioner of the district shall be in overall charge of the EAS. The works to be taken up under the scheme shall be selected only from the blue-prints approved by the District Level Committee constituted for the purpose.

18. The affirmation of employment is given at the district level. But operationally, it will be effective at the taluka level. If work is not available within the taluka, the affirmation will be deemed to have been fulfilled if work is provided in any taluka within the district.

19. The necessary funds required for implementing the scheme in the selected taluks will be placed at the disposal of the Deputy Commissioner, who is responsible for allocating works in the district among various implementing agencies with the approval of the District Committee and in consultation with the implementing agency after taking into account their capacities and commitments. The decisions of the District Committees and Deputy Commissioners shall be carried out by the concerned departments at the district level. Any difficulty faced by the implementing agency should be brought to the notice of the Deputy Commissioner and the

Divisional head of the department concerned and the implementation of work shall not under any circumstances be delayed, stopped or slowed down. Non-compliance or reluctance to carry out the decisions of the District/taluk Committee/Deputy Commissioner on the part of the departmental head of the district in this regard will be considered as a dereliction of duty. The implementing agencies shall be responsible to the Deputy Commissioner for proper maintenance of accounts of the expenditure incurred, datails of work done, payment of wages to labour and submission of periodical statements of accounts and progress of the scheme.

INSPECTION AND SUPERVISION

20. An Audit Squad consisting of one or two persons should be established under the direct control of the Deputy Commissioner of each district. The squad will be responsible for checking the implementation of the works with reference to the number of workers on the muster-roll, output of work, timely payment of wages and foodgrains, technical supervision regarding quality of work, arrangements made in deployment of labour and all other matters regarding implementation of the EAS in accordance with the objectives of this scheme. The squad should continuously report to the Deputy Commissioner who will take immediate action on the audit squad report under intimation to Government. If any irregularities are observed, the defaulting officer will be charged with dereliction of duty and the Deputy Commissioner will take appropriate action through the competent authority immediately.

NODAL DEPARTMENT

21. Planning Department will be the nodal department for administering the scheme at the State level.

COMMITTEES FOR EMPLOYMENT AFFIRMATION SCHEME (EAS):

22. There shall be a committee each at the State level, district level and the taluka level for the implementation of the Employment Affirmation Scheme (EAS).

23. The State level committee will consist of the following:—

Chief Minister	...	Chairman
Minister for Revenue	...	Member
Minister for Finance	...	Member
Minister for Public Works	...	Member
Minister for Rural Development and Panchayat Raj	...	Member
Minister for Labour and Excise	...	Member
Chief Secretary	...	Member
Development Commissioner	...	Member
Financial Commissioner	...	Member
Secretary, Planning	...	Member Secretary

24. The State level committee will review the progress of implementation of Employment Affirmation Scheme (EAS) arrange for providing funds as and when necessary and continue to evaluate the employment situation in rural areas on a continuing basis and the impact of the EAS on strengthening the rural economy.

25. The District level committee shall be a Committee for planning, direction, control, coordination and evaluation of the Employment Affirmation Scheme in the talukas coming within its purview.

26. The composition of the District Committee shall be as follows:

Minister in charge of the District	...	Chairman
Divisional Commissioner	...	Vice-Chairman
All members of the Parliament representing or residing in the talukas covered under EAS of the district	...	Members
All Members of the Legislative Assembly representing the whole or part of and members of the Legislative Council residing in the talukas covered under EAS	...	Members
Deputy Commissioner	...	Member Secretary
District Planning Officer District Development Assistant	...	Deputy Secretaries

27. The district level officers of the departments concerned may be co-opted depending upon the schemes executed and the type of assistance needed.

28. At the taluka/block level, there shall be a Committee for implementation, coordination, control, direction and evaluation of Employment Affirmation Scheme (EAS). The composition of taluka level committee shall be as follows:—

Chairman of Taluka Development Board	...	Chairman
Members of the Legislative Assembly and Legislative Council representing or residing in the talukas covered under EAS.	...	Members
Assistant Commissioner	...	Member-Secretary
Tahsildar Block Development Officer	...	Deputy Secretaries

29. The taluka level committee would identify the slack season and the works that are to be included in the blueprint.

30 If there are any social organisations with proven record of social service in the district/taluk, a representatve of such organisations may also be included in the various committees, depending upon the area of operation of the organisation.

31. For proper implementation of the scheme, it is necessary that action is initiated well in advance and carried out according to a time schedule. A tentative time schedule for the current financial year is given below:—

TENTATIVE SCHEDULE FOR IMPLEMENTATION OF EAS

1.	Sending of particulars of all projects included under Plan and Non-Plan Budget and all special programmes and proposals regarding schemes to be included in the Contingency Plan by all the departments to the Deputy Commissioner.	November, 25, 1978.
2.	Taluk Level Committee to identify labour intensive schemes other than those which are already included in the State Plan/District Plan/Special Programmes for execution as a part of the Contingency Plan under EAS for use while finalising the blueprint of works under different categories (this work is to begin straight away without waiting for the communication from the Deputy Commissioner regarding the Plan, Non-Plan and other special programmes) ...	November, 25, 1978.
3.	Schemes and outlays to be intimated to the Assistant Commissioner by the Deputy Commissioner; ...	November, 30, 1978.
4.	Preparation, finalisation and up-dating of blueprint of works under different categories and manpower budget planning to be completed by the Assistant Commissioner. ...	December, 5, 1978.
5.	Approval of the taluka level committee for the blueprint of works and the man-power budget of the taluka and forwarding them to the Deputy Commissioner. ...	December, 8, 1978.
6.	Approval of the blueprints and the manpower budgets of the talúks by the district level committee. ...	December, 15, 1978.
7.	Intimating the concerned departments about the financial sanction and execution of the schemes in the taluks by the Deputy Commissioner. ...	December, 31, 1978.
8.	Departments to keep ready with the Schemes under intimation to the Block Development Officers. ...	January, 10, 1979.
9.	Block Development Officers to indicate the details of location of the works to be undertaken villagewise and notify the slack season and give green signal for registration at the Village Panchayats on hearing from the Taluk Committee. ...	January, 25, 1979.
10.	Registration of job seekers. ...	February, 15, 1979 to February, 20, 1979.
11.	Block Development Officers to be informed by the Panchayats as to the number of labourers seeking work. ...	February 22, 1979.
12.	Taluka level officers of all concerned departments to be ready for the execution of the schemes under the 3 categories. ...	February, 25, 1979.
13.	Actual commencement of the works under Employment Affirmation Scheme. ...	March 1, 1979.

32. Implementing Employment Affirmation Scheme is a difficult and a complicated task. For its successful implementation, it demands considerable preliminary work, careful planning and dedicated work on the part of all concerned. The broad lines on which the scheme is to be implemented have been indicated in this annexure. This cannot by any means be taken as exhaustive. As we proceed implementing the scheme, problems are bound to arise. The modalities may have to be modified depending upon the requirements and solutions found quickly by the concerned Committees.

D. M. NANJUNDAPPA,

Secretary to Government,
Planning Department